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1977

MISSOURI DISASTERS

Published by the Missouri Disaster Planning & Operations Office

Office of the Adjutant General



DEPARTMENT OF PUBLIC SAFETY

Legislation

The results of disastrous events, natural and man-made, which affect people and property can be minimized by proper planning, prevention, response and recovery activities at all levels of government.

To give legitimacy and a comprehensive approach to disaster programs, legislation has been enacted at both the Federal and State levels.

NATIONAL LEGISLATION

The Federal Civil Defense Act of 1950, as amended

TITLE II -- POWERS AND DUTIES

DETAILED FUNCTIONS OF ADMINISTRATION*

Sec. 201. The Administrator* is authorized.....to---

(a) prepare national plans and programs for the civil defense of the United States, making use of plans and programs previously initiated by the National Security Resources Board as is feasible; sponsor and direct such plans and programs; and request such reports on State plans and operations for civil defense as may be necessary to keep the President, the Congress and the several States advised of the status of civil defense in the United States;.....

(c) make appropriate provision for necessary civil defense communications and for dissemination of warnings of enemy attacks to the civilian population;.....

(e) conduct or arrange, by contract or otherwise, for training programs for the instruction of civil defense officials and other persons in the organization, operation and techniques of civil defense;

*Now Defense Civil Preparedness Agency and its director

Public Law 93-288 Enacted May 22, 1977, Extracts from the "Disaster Relief Act of 1974"

The Congress hereby finds and declares that:

Because disasters often cause loss of life, human suffering, loss of income, and property loss and damage; and

Because disasters often disrupt the normal functioning of governments and communities, and adversely affect individuals and families with great severity; special measures, expediting and rendering of aid, assistance, and emergency services, and the reconstruction and rehabilitation of devastated areas are necessary.

STATE LEGISLATION

Section 44.080 of the Revised Statutes of Missouri says, "Each political subdivision of this state shall establish a local organization for disaster planning in accordance with the state survival plan and program. The executive officer of the political subdivision shall appoint a coordinator who shall have direct responsibility for the organization, administration and operation of the local disaster planning for civil defense, subject to the direction and control of the executive officer or governing body."

(Added in accordance with Section 44.080)

THE DISASTER PLANNING AND OPERATIONS OFFICE

According to Chapter 44 of the Revised Statutes of the State of Missouri the Disaster Planning and Operations Office is under the direct control of the Adjutant General of Missouri, within the State Department of Public Safety. A State Coordinator is appointed to direct the day-to-day operations of the agency.

On a day-to-day basis, the Disaster Planning and Operations Office is charged with advice and assistance to local civil preparedness coordinators. This takes the form of special training seminars, administration of federal financial programs, supplying training materials and other special publications and films to local coordinators and providing guidance for the development of civil preparedness programs.

Staff members are on 24 hour call and are available to leave for a disaster scene often on less than an hour's notice.

At the disaster scene, Disaster Planning and Operations Office staffers represent the State of Missouri and act as a liaison between the state and the local governments. They determine what kinds of state aid are needed and assist in obtaining it. State aid may include the Highway Patrol, National Guard and Water Safety Patrol. They may also request the state to ask for federal help.

The Disaster Planning and Operations Office staff member at the scene is charged with obtaining a good estimate of the damages, including dead, injured and displaced people. These data are utilized when it becomes apparent that a presidential or other federal disaster declaration should be requested. This material is used by the Governor's Office in preparing the request.

After a presidential declaration of a disaster, the Disaster Planning and Operations Office assists the local government in preparing its claims for public damage and represents the local government to the Federal Disaster Assistance Administration in the processing of the claims. It also administers the Individual and Family Grants Program.

NUCLEAR DEFENSE PLANNING

Protecting the citizens of Missouri in the event of an enemy attack by development of plans for the use of public fallout shelters and the relocation of persons from target (risk) areas to safe (host) areas are the two objectives of Nuclear Defense Planning.

TRAINING & EXERCISES

Emergency personnel must be trained and plans must be tried so that when real disaster strikes, Civil Preparedness workers will function as a team. Many communities stage mock disasters annually or semi-annually. Often, in addition to the civil preparedness people, police and fire departments, the hospitals will exercise their emergency plans in conjunction with the community drill. Critiques following such exercises reveal defects in planning and execution that can be corrected before real disaster strikes.

Exercise scenarios are usually more complicated than a real disaster in order to give all disaster workers the opportunity to practice their skills.

For leaders in civil preparedness, and for government officials, the State Disaster Planning and Operations Office holds regular seminars and conferences to inform and train them in the principles of disaster preparedness.

A course, "Your Chance to Live" is available from the Defense Civil Preparedness Administration. It is oriented toward the junior high student. The Disaster Planning and Operations Office distributes student and teachers' manuals and correlated 16 millimeter film. The course teaches survival under many kinds of disaster conditions. It is supplied free to all schools in the state. At the present time there are 6,540 students in 49 schools taking the course.



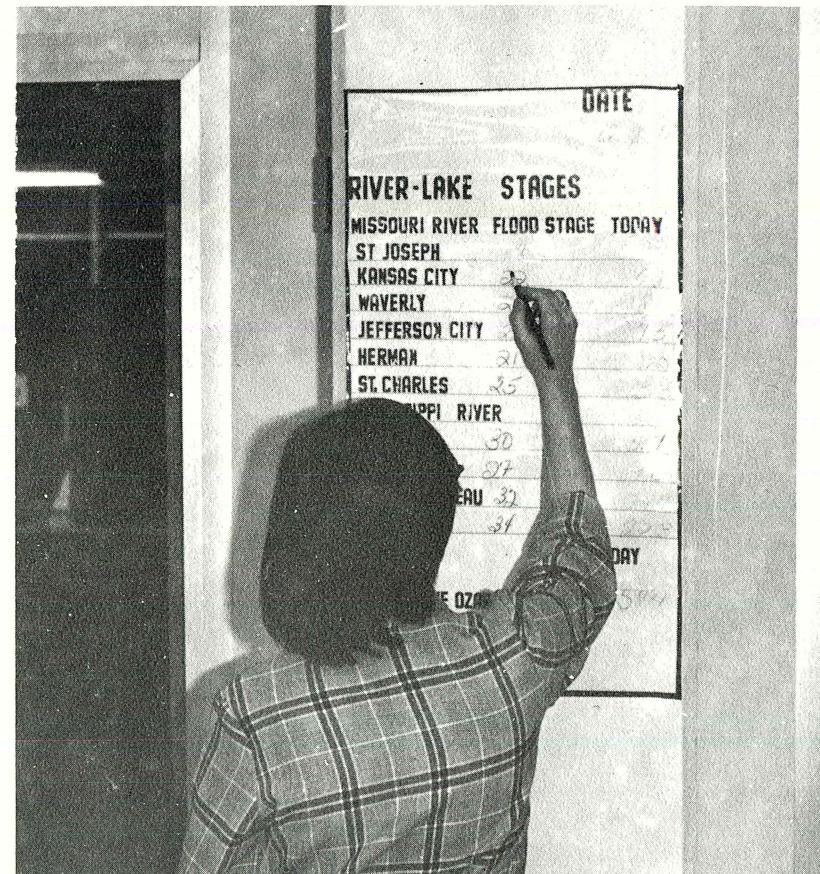
Graduates of training seminar pose for class picture

PLANNING

Every community with a civil preparedness organization has a disaster plan. This plan may be only a page or so, in some of the smaller communities. Other communities will have plans that fill large books, with supplementary plans for various branches of the local government.

Whatever their size, these plans outline areas of responsibility for the various branches of government, provide for succession of and delegate authority to the respective department heads as necessary.

Planning is also a day-to-day operation. The State Disaster Planning and Operations Office monitors river stages. The National Weather Service closely follows potentially dangerous weather conditions. This makes possible the issuance of timely warnings of foreseeably dangerous conditions.



Posting river stages on chart as DP00 monitors possible flood conditions

PUBLIC INFORMATION

No matter what plans are made for the protection of the public, they are of no value if the people are not aware of them and of the part they must play in their own protection.

The Disaster Planning and Operations Office maintains several informational programs designed to make the people aware of their role in protecting themselves and their communities.

NEWSLETTER: The Disaster Planning and Operations Office publishes a bi-monthly newsletter. It goes to every local coordinator, presiding judge and mayor in Missouri. Also on the mailing list are state and federal officials as well as members of the private sector. It includes a substantial foreign mailing. The newsletter is designed to assist persons involved in civil preparedness to find new ideas, to suggest additional lines of activity and to keep them posted on the activities of their colleagues state-wide.

NEWS RELEASES: Every state agency generates news. The Disaster Planning and Operations Office supplies the media with news releases concerning its activities.

Since many local coordinators do not have the facilities for preparation of regular news releases, this office sends local coordinators news releases on a monthly basis. These news releases are written in such a way that the local coordinator can put his name and that of his community in the appropriate blanks and it will appear to have originated in his office. These releases have two purposes. They give the local coordinator a chance to keep his name before his public and to supply information on survival in disasters.

RESOURCES

Every community has resources for disaster recovery. In preparing the community's disaster plan, the local coordinator inventories every conceivable public resource available. He also works with the private sector to develop resources available from that area. He may draw up memoranda of understanding with private firms having potential for aiding post-disaster recovery.

In addition, the local community may turn to the State for aid. Resources available from the state include the Highway Department, the Missouri State Highway Patrol, the State Health Department and the National Guard. The American Red Cross, while not a government agency, is bound by its charter to assist in disasters.

Many private organizations make themselves available to assist in disaster. Among these are the Salvation Army, citizens' band radio clubs and amateur radio clubs, the Mennonite Disaster Relief, the Seventh Day Adventists and privately organized search and rescue organizations.

The Civil Air Patrol is a group of private citizens, working as an auxiliary of the United States Air Force. The Civil Air Patrol is available to assist in disasters.

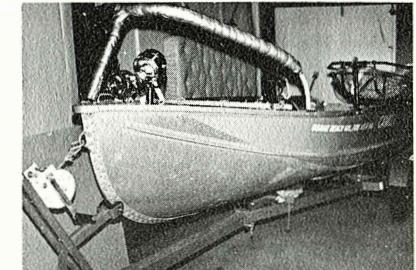
There are more than twenty Packaged Disaster Hospitals in Missouri; complete .200 bed hospitals, stored and ready to be activated on short notice. These are furnished with X-ray units, emergency generators, bedding and cots, and medical supplies.

The State had 17 miles of eight inch pipe and nine large pumps and portable water purifying plants and other water supply equipment. Also available for loan are 13 generators of 15 kilowatts and a number of smaller ones.

DISASTER PREPAREDNESS PLANNING

The Disaster Preparedness Planning group, funded 100% by the Federal Disaster Assistance Administration, is developing plans for the recovery from natural disasters and for disaster relief.

A 225 page plan has been published. In the time remaining on the contract, the group will evaluate the effectiveness of the plan, train those who will be involved in using it, and in informing the public.



MISSOURI DISASTERS IN 1977

Missouri seemed to have had more than its share of disasters in 1977. Local authorities found themselves facing problems of many sorts as the year went along.

DROUGHT

It was an insidious thing. It made few headlines. There were no hungry, homeless people lined up at a Salvation Army canteen for food. There were no dramatic stories of lives saved or lost; no spectacular ruins, but the drought which had begun in 1976 continued through much of 1977.

Crops which had sprouted green with promise in the early spring, soon withered and turned brown.

Small towns found their water systems inadequate for the first time in their histories as reservoirs dried up or wells became depleted. Communities imposed restrictions on the use of water, but still the reservoirs fell and the level of the deep wells continued to descend.

DPOO Actions

It became obvious that something must be done to assist stricken citizens of Missouri. Towns that were experiencing severe water shortages were loaned pipe and pumps from the Disaster Planning and Operations Office stockpile. This made it possible for communities thus assisted, to utilize water from reservoirs of other towns, not yet experiencing the worst effects of the drought. No charge was made to users of the pipe and pumps, however, it was necessary for them to arrange for transportation of the equipment at their own expense. Towns obtaining pipe or pumps were Butler, Dearborn, Edina, Gallatin, Gower, Marceline, Maryville and Springfield.

A longer range action was the request prepared in the Disaster Planning and Operations Office at Governor Teasdale's direction, for a declaration of an agricultural disaster by Secretary of Agriculture, Robert Bergland. This made affected counties eligible for low interest loans from Agricultural Stabilization Conservation Service and Farmers Home Administration to compensate for crop damage. The amount of the loans for which individual farmers would be eligible would be determined at harvest time when the difference between the actual harvest and the potential harvest would be determined. Farmers could then borrow money based on the indicated crop loss.

TORNADOES

On May 5, more than a dozen tornadoes touched down in various locations in West Central Missouri. The communities hardest hit by the twisters were Pleasant Hill and Sedalia. Less severe damage occurred in Harrisonville, Belton, Excelsior Springs and the Ruskin Heights area of Kansas City.

As a result of the severe storm damage, Governor Joseph Teasdale requested President Carter to declare Cass, Clay, Jackson, Johnson and Pettis Counties disaster areas. The declaration was made on May 7, 1977, making the storm victims eligible for various kinds of federal and state assistance. These included free housing, income tax adjustments and low interest loans. The Family Grants Program under Section 408 of Public Law 93-288, which grants up to \$5,000 are made to qualifying individuals or families, was used for the first time in Missouri in this disaster. Under Section 408, the federal government supplies three fourths of the money for aid to disaster victims and the state furnishes one fourth.

DPOO Actions

First word of the Pleasant Hill disaster reached the Disaster Planning and Operations Office via the Missouri Network of the National Attack Warning System (NAWAS) from the Missouri State Highway Patrol. The earliest information said a school had been hit and there were fatalities. A Disaster Liaison Representative was dispatched immediately to Pleasant Hill. He arrived at Sedalia a short time after that city was hit by a tornado. Realizing that he was needed there, he informed the Disaster Planning and Operations Office that he would remain in Sedalia. In the meantime, a staff member who was traveling near Kansas City reported to the Disaster Planning and Operations Office by telephone and he was sent to Pleasant Hill.

As soon as President Carter declared the five counties disaster areas, the Federal Disaster Assistance Administration opened Disaster Assistance Centers in the affected communities. DPOO staff members worked at each of the centers as representatives of the State of Missouri.

The Disaster Planning and Operations Office continues to assist tornado stricken communities with the paper work involved in obtaining grants for public damage from the Federal Disaster Assistance Administration.



Gymnasium, Pleasant Hill School, after May 4 tornado



May 4 tornadoes left devastation in their wake

HAZARDOUS MATERIALS INCIDENTS

Two incidents involving hazardous materials occurred in Missouri in 1977.

On June 16, a northbound Missouri Pacific freight train carrying vinyl chloride apparently collided with another train which it was passing on a siding about 1:15 A.M., causing an explosion near Neelyville in Southeast Missouri. Firemen were forced to retreat because of the deadly fumes from the burning chemical. Foam trucks from nearby towns and Blytheville Air Force Base, Arkansas were called in to fight the flames.

Vinyl Chloride liquid is poisonous and flammable. Its fumes are toxic and explosive. Vinyl Chloride fire may produce irritating and poisonous gases.

About 3:00 A.M., the local civil preparedness coordinator ordered the evacuation of the nearby, small town of Neelyville. Most of the town's 400 people went to a truck stop near the Arkansas border about five miles to the south. They were permitted to return to their homes about 9:30 A.M.

Damage was confined to the railroad property. Two trainmen suffered minor injuries.

DPOO Actions

When the Disaster Planning and Operations Office heard of the incident, the local coordinator was called. He reported that the emergency was being handled in accordance with the area's pre-arranged plan and no state help was needed.

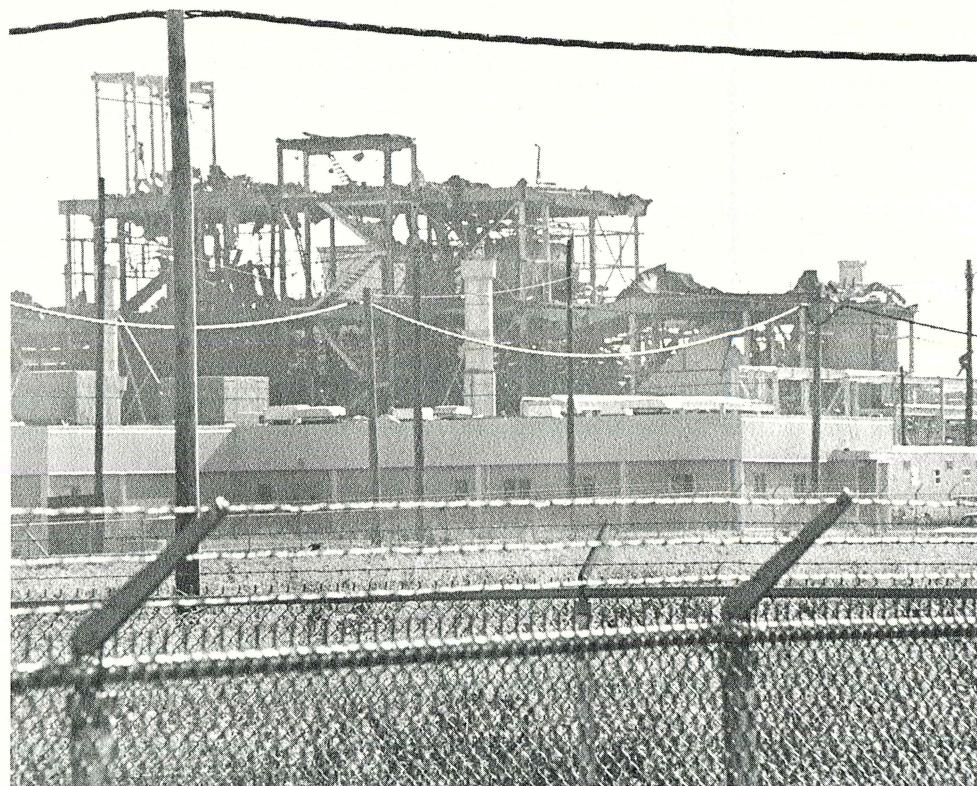
At 11:25 A.M. on October 18, the four-story Prowl Herbicide plant on the American Cyanamid Company grounds, about 10 miles northeast of Palmyra, exploded, releasing a cloud of nitrous oxide. Local authorities converged on the scene with assistance from surrounding counties and the City of Quincy in Illinois.

The wind was from the north and as a precaution residents of an area near the Mississippi River downstream from the blast were evacuated for three hours. The nitrous oxide gas is non-toxic, however, in high concentrations it tends to be a lung and eye irritant.

DPOO Actions

In response to a request from the Hannibal Police Department, a Disaster Liaison Representative was dispatched to the scene. He determined that local authorities had done an excellent job of handling the emergency and the company's emergency plan had been responsible for the fact the damage had not spread to other company buildings and had probably also been responsible for the fact there were only 19 injuries, with just three of these considered serious.

The Disaster Liaison Representative recommended that since the emergency had been confined to company property and with no damage outside company limits, no state action was necessary.



Prowl Herbicide Plant in Marion County after explosion

FLASH FLOODS

While North Missouri seared beneath a rainless sky, Southeast Missouri was getting a vast oversupply of water. In early April, flash floods drenched 14 Missouri counties, from Shannon County, eastward. Hardest hit was Cape Girardeau on the banks of the Mississippi River. A request by Governor Teasdale to President Carter for a Presidential Declaration in this area was denied.

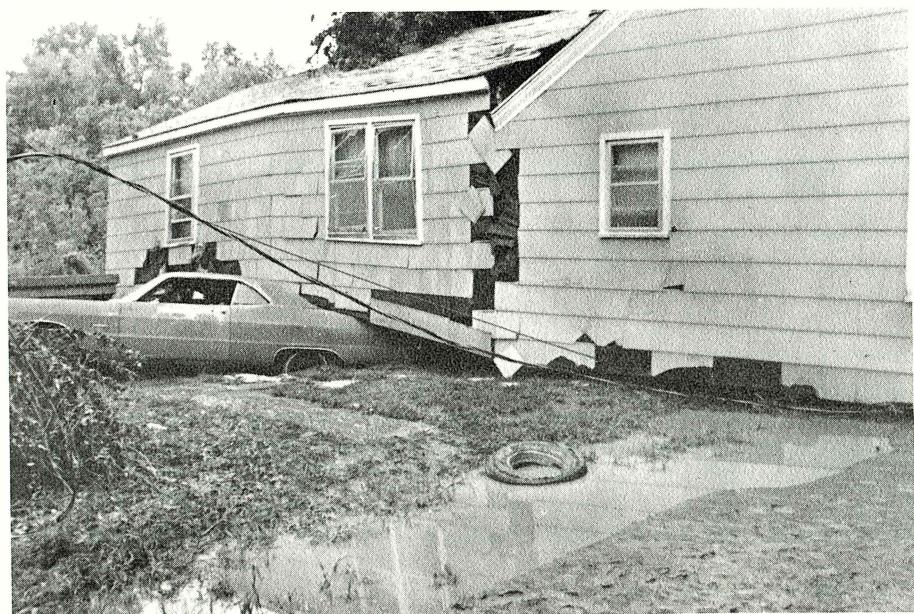
Other flash floods of lesser consequence occurred in Ellington, Springfield, Dexter and Franklin.

Autumn rains brought further flooding with public and crop damages running into the millions. Hardest hit in this series of floods were Clay, Jackson, Buchanan, Lafayette, Platte and Ray Counties.

DPOO Actions

Staff Members of this office were sent to flood areas to survey damages and to recommend further action. Based on their findings Governor Teasdale requested a Presidential proclamation of a disaster in Southeast Missouri which was also denied.

In all the flooding situations, Disaster Planning and Operations Office personnel were on the scene to assist where needed and offer facilities of the State. But due to efficient planning and preparation on the local level, little or no state action was required, the communities hit being able to cope with their problems with their own resources.



Flash floods havoc in Independence

MISSOURI'S BIGGEST DISASTER

The biggest disaster of 1977 in Missouri and the most devastating in the State in decades hit the Kansas City area on Tuesday, September 12, 1977. Torrential rains, measuring up to 16 inches in places caused severe flash flooding in Kansas City and Independence and in parts of Clay, Ray, Lafayette, and Platte Counties.

The flood began in the early morning hours. That day, Governor Joseph Teasdale, accompanied by Francis X. Tobin, Regional Director of the Federal Disaster Assistance Administration, had toured the area by automobile. The next day at the Governor's request and Tobin's endorsement, President Carter declared a disaster in the five county area.

Twenty-five people died in the flood. The American Red Cross estimated 221 homes had minor damage, seven major damage. Three-hundred mobile homes were recorded as having major damage with more than 200 with minor damage. The Red Cross counted 65 businesses either destroyed or with major damage.

Damage to Kansas City District schools amounted to \$750,000. Public facilities' damage was set at \$4,500,000.

Independence officials estimated damage to streets alone at \$3,000,000 with more than 1,050 homes damaged or destroyed, private damage was estimated at more than a million and a half dollars; public damages at two million.

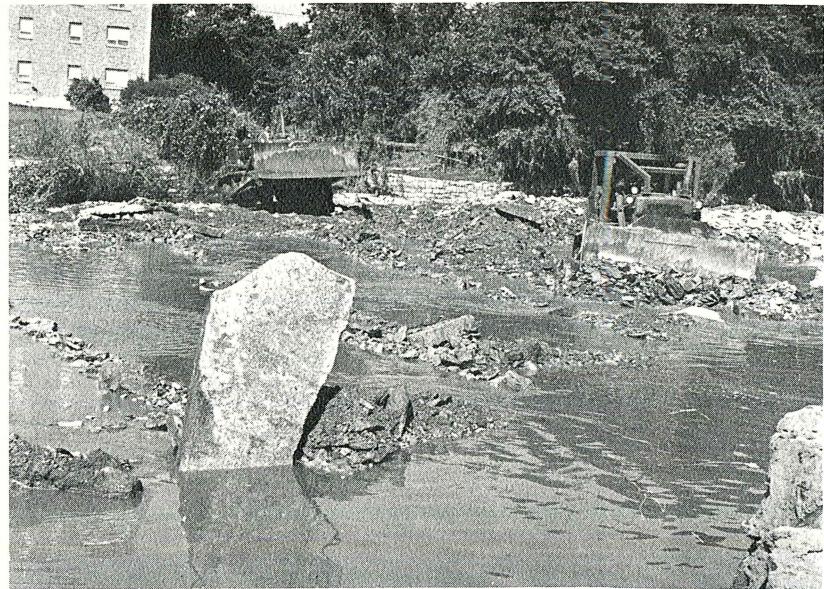
The Missouri Legislature which was meeting in special session at the time to consider capital improvement funds acted quickly and appropriated \$300,000 to be matched by \$900,000 in federal funds for a total of \$1,200,000 for the Family Grants' Program. It also voted to authorize the spending of \$15,000,000 in federal funds for repairs to publicly owned facilities. Legislative authorization was necessary since the money, while originating from the federal government must pass through the State Treasury.

The National Guard assisted local authorities in protecting property and in the clean-up that followed when the waters went down.

DPOO Actions

The Disaster Planning and Operations Office was notified that an unprecedent disaster was in the making about 2:30 in the morning of September 12th. By 4:00 A.M., staff members were on their way to the scene. They assisted local authorities where necessary. They gathered figures on damages. The Disaster Planning and Operations Office staff was assigned the task of assisting flooded communities with the preparation of claims for federal damage and acting as liaison between them and the Federal Disaster Assistance Administration in the necessary paper work connected with filing the claims.

The administration of the Family Grants Program under Public Law 94-408 was also assigned to the Disaster Planning and Operations Office. In addition to the regular employees who worked on this program, four temporary clerk-typists were hired to handle the flood of correspondence and papers involved in the equitable distribution of the Family Grants' funds.



National Guard bulldozers assist in cleanup near Brush Creek Parkway after Kansas City's flood



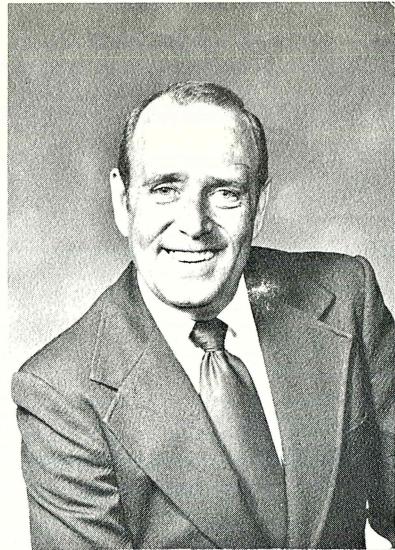
Workers load Kansas City flood victim onto stretcher

CONCERNS

<u>What?</u>	<u>Why?</u>	<u>Recommendations</u>
1. Inadequacies in mobile home parks	1. (a) Severe weather shelters and plans for their utilization are inadequate (b) Present tie-down laws are unenforceable.	1. (a) State and local legislation requiring shelters in mobile home parks with plans for their effective use (b) Amend present tie-down laws to provide penalties for failure to comply. These might include uninsurability.
2. Lack of proper emergency drills in schools	2. Present state statutes and Department of Education rules do not require either tornado or fire drills.	2. Enact statutes that will require schools to show evidence of emergency drills on a regular basis or lose part of their state aid.
3. Lack of warning and protection in public recreation areas	3. State parks and large private outdoor recreational parks do not have means of warning their clientele and no protection for them in the event of storm or nuclear attack.	3. Require such institutions to provide outdoor warning sirens and suitable shelter against severe weather and nuclear fallout.



Joseph P. Teasdale
Governor



Wm. Kenneth Carnes, Director
Dept. of Public Safety



MG Robert Buechler
Adjutant General



Wm. R. Beatty
State Coordinator

PHOTO CREDITS

Front Page - Kansas City Star

Page 2 - Disaster Planning & Operations Office

Page 3 - Courtesy Local Coordinators

Page 5 - (left) National Oceanic & Atmospheric Administration

PHOTO CREDITS

Page 5 - (right) Disaster Planning & Operations Office

Page 6 - Disaster Planning & Operations Office

Page 7 - Independence Emergency Preparedness Office

Page 8 - National Guard